Chapter 3

Land Use and Planning

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Chapter 3
Land Use and Planning

This chapter analyzes the proposed action's potential effects related to land use and planning. Related discussions are found in Chapter 4 (*Agricultural Resources*), Chapter 5 (*Biological Resources*), and Chapter 15 (*Recreation*).

Key sources of information used in the preparation of this chapter include the following.

- The proposed HCP (Appendix B of this EIS/EIR).
- GIS mapping information for the action area (Appendix B).

Specific reference information is provided in the text.

Affected Environment

Regulatory Framework

Although new facilities are constructed in response to local need/demand, PG&E's land use planning is under the sole jurisdiction of the California Public Utilities Commission (CPUC). Nonetheless, PG&E consults and works in concert with local jurisdictions and other agencies to ensure that their service needs are met and their concerns are considered in project planning, construction, and operation; and to ensure that PG&E's facilities and projects are as consistent as possible with local planning guidelines. The following sections describe key programs and policies relevant to land use planning in the action area. The principal emphasis is on the city- and county-level general plan process. Information on CALFED's Bay-Delta Program is also provided, because this collaborative effort involves a wide variety of agencies with land use management responsibility in the action area.

Federal Regulations and Programs

CALFED

The CALFED Bay-Delta Program is a cooperative effort of more than 20 state and federal agencies working with local communities to develop and implement a long-term comprehensive plan to restore ecological health and improve water management for beneficial uses of the Bay-Delta System (Sacramento–San Joaquin River Delta and San Francisco Bay estuary). The objective of the collaborative planning process is to identify comprehensive solutions to the problems of water quality, ecosystem quality, water supply, and vulnerability of Delta functions. The CALFED Program extends over a broad geographic area: the Delta Region, the Bay Region, the Sacramento Valley Region, the San Joaquin River Region, and the Southern California Region. The CALFED planning area overlaps with the action area along the Delta margin.

Regional and Local Plans

Local General Plans

Land-use planning is the province of local governments in California. All cities and counties within California are required by the state to adopt a general plan establishing goals and policies for long-term development, protection from environmental hazards, and conservation of identified natural resources (California Government Code 65300). Local general plans lay out the pattern of future residential, commercial, industrial, agricultural, open-space, and recreational land uses within a community. To facilitate implementation of planned growth patterns, general plans typically also include goals and/or policies addressing the coordination of land use patterns with the development and maintenance of infrastructure facilities and utilities.

Government Code Section 65302 lists seven "elements" or chapters cities and counties must include in their general plans. Following are brief descriptions.

- **Land Use.** The land use element is typically considered the fundamental element of the general plan and has the broadest scope of the seven mandatory general plan elements. This central element correlates all land use issues within a local jurisdiction with the goals, objectives, policies, and programs of other general plan elements. It also describes the desired distribution, location, and extent of the jurisdiction's land uses, which may include housing; business; industry; open space, including agriculture, natural resources, recreation, and enjoyment of scenic beauty; education, public buildings and grounds; solid and liquid waste disposal facilities; and other public and private uses of land. The land use element is required to include a statement of the standards of population density and building intensity recommended for the region covered by the plan.

- **Circulation.** The circulation element is much more than a transportation plan. The provisions of this element support the goals, objectives, policies and proposals of the land use element by providing an infrastructure plan that concerns itself with the circulation of people, goods, energy, water, sewage, storm drainage, and communications. A key function of the circulation element is to establish traffic circulation goals and policies, but in many jurisdictions its scope is considerably broader. Local jurisdictions are required to coordinate with applicable state and regional transportation plans when developing the components of circulation element.
- **Housing.** The housing element includes a set of goals, policies, scheduled programs, and quantified objectives relating to the preservation, improvement, and development of housing in the plan area, based on existing and projected housing needs. The housing element also identifies adequate sites for various types of housing, including rental housing, factory-built housing, and mobile homes, and must provide for the existing and projected needs of all economic segments of the community.
- **Conservation.** The conservation element guides the conservation, development, and utilization of natural resources within a community. Key resources that must be addressed include water and erosion; rivers, harbors, and other water bodies; fisheries; forests; forests; soils; wildlife; and minerals. Other resources may be addressed as appropriate in each jurisdiction. Local jurisdictions are required to coordinate with any countywide water agency and with all district and city agencies that are involved in providing or controlling their water supply.
- **Open Space.** The California Government Code defines *open space* as "any parcel or area of land or water that is essentially unimproved and devoted to open-space use." The open space element guides the conservation and preservation of a community's open space lands for the following specific purposes: preservation of natural resources, managed production of resources, public health and safety, and recreational use. The Code suggests (but does not explicitly require) that this element discourage the unnecessary conversion of open space to urban uses as a matter of public interest.
- **Noise.** The noise element is used as a guide for establishing land use patterns within a community to minimize the exposure of residents to excessive noise. Desired land use patterns are based on identification and appraisal of noise problems within a community. The noise element includes measures and standards that address existing and foreseeable noise problems.
- **Safety.** The safety element provides for the protection of the community from economic, social, and physical risks associated with the effects of fires, floods, earthquakes, landslides, and other hazards. This element may also include locally relevant issues, including airport land use, emergency response, hazardous materials spills, and crime reduction.

Local jurisdictions implement their general plans by adopting zoning, subdivision, grading, and other ordinances. Zoning identifies the specific types of land uses that may be allowed on a given site and establishes the standards that will be imposed on new development. Zoning regulations vary from jurisdiction to jurisdiction. However, typical standards promulgated in zoning ordinances

include the siting of structures relative to parcel boundaries; architectural design (including height limitations); and the percentage of building coverage allowed relative to the overall square footage of a parcel. In some jurisdictions, the zoning ordinance permits construction "by right" (i.e., without the need for hearing) as an allowable use. In others, a conditional use permit or similar discretionary action is needed. Typically, discretionary actions require a noticed public hearing on the proposal. At the hearing, the local zoning board or zoning administrator considers the proposal, any public testimony, and the findings of a CEQA review. If approved, the proposed project is subject to conditions of design, appearance, and construction that ensure compliance with local ordinances and environmental quality requirements.

Local planning documents and zoning ordinances typically provide for the installation and O&M of utilities necessary to facilitate and support planned growth patterns. While many of PG&E's utility related activities are solely regulated by CPUC and are thus not subject to local zoning ordinances, PG&E consults with local cities and counties to ensure that local concerns and issues are considered during the project planning process; construction and O&M activities are developed and implemented in such a way as to comply with existing local zoning ordinances, when feasible.

Regional and Local Habitat Conservation Plans and Natural Community Conservation Plans

Pursuant to the requirements of the federal Endangered Species Act and California's Natural Community Conservation Planning Act respectively, HCPs and Natural Community Conservation Plans (NCCPs) are developed and implemented for a wide variety of projects and programs. Projects and programs covered by HCPs and NCCPs and the actions enabled under such plans can vary greatly in geographic scope. Following are brief descriptions of three major conservation plans that cover areas within the action area. In addition to these plans, numerous small project-specific HCPs and/or NCCPs have been developed to address localized effects of individual projects.

- **Metropolitan Bakersfield Habitat Conservation Plan.** The Metro-Bakersfield HCP addresses issues related to endangered species conservation as Bakersfield undergoes urban development. The HCP plan area covers 261,000 acres surrounding Bakersfield in the southern San Joaquin Valley (Kern County).
- **San Joaquin County Multi-Species Habitat Conservation and Open Space Plan.** The San Joaquin Multi-Species Habitat Conservation and Open Space Plan is a regional conservation plan that encompasses all of San Joaquin County except for federally owned lands. In total, the plan area covers approximately 900,000 acres.
- **CALFED Bay-Delta Program Multi-Species Conservation Strategy.** The CALFED Bay-Delta Program Multi-Species Conservation Strategy (MSCS) offers a comprehensive regulatory compliance strategy developed to assure that CALFED can complete actions in accordance with the federal

Endangered Species Act (ESA), California Endangered Species Act (CESA), and National Community Conservation Planning Act.

Figure 3-1 shows the general areas covered by these three plans, as they relate to the action area.

Exemptions Under California Government Code

Article VII, Paragraph 5 of the California Constitution, through the state legislature, vests the CPUC with exclusive jurisdiction over the siting and design of gas and electrical facilities. California Public Utilities Code Section 1007.5 and other California statutes and case law detail the nature and extent of this sole discretionary permitting authority. Because state law has preempted the field, PG&E is not subject to local land use planning or zoning requirements. Nonetheless, as described above, PG&E strives to ensure that its facilities are as consistent as possible with local jurisdictions' planning guidelines.

Existing Conditions

The land use context for the proposed action includes part of all of nine San Joaquin Valley counties: San Joaquin, Stanislaus, Merced, Fresno, Kings, Kern, Mariposa, Madera, and Tulare (Figure 1-1). Although the action area is located in the heart of California's most important agricultural region, land uses vary somewhat within each county and between counties; Table 3-1 shows the percentage of land in different land use categories within each county in the action area. As reflected in Table 3-1 and Figure 1-1, large-scale urban development in the action area is concentrated in a few centralized locations, with the majority of the action area consisting primarily of undeveloped agricultural fields and grassland.

The action area also includes a substantial amount of public land and open space, partially attributable to the presence of several large recreation facilities (see Chapter 15, *Recreation*, for additional information). Additionally, it is common for undeveloped grasslands that do not specifically carry an Agricultural land use designation to be classified as open space.

Environmental Consequences and Mitigation Strategies

Methodology for Impact Analysis

Impacts related to land use were assessed qualitatively based on professional judgment in light of the activities, methods, and techniques entailed by PG&E's San Joaquin Valley O&M program, and of the additional AMMs that would be

enacted under the proposed HCP (see Chapter 2, *Proposed Action and Alternatives*). The impact analysis in this chapter focuses on evaluating potential impacts of the proposed action and alternatives on existing land uses and local land use plans. Information on related impacts is presented in Chapter 4 (*Agricultural Resources*) and in Chapter 15 (*Recreation*).

Significance Criteria

For the purposes of this analysis, an impact was considered to be significant and to require mitigation if it would result in any of the following.

- Physical division of an established community.
- Creation of land uses substantially incompatible with existing or reasonably foreseeable land uses in or adjacent to the action area.
- Conflicts with other applicable HCPs or NCCPs.

Because PG&E's operations are not subject to local zoning ordinances, inconsistencies with goals and policies set forth in city or county land use plans, or with local regulations or ordinances, would not in and of themselves result in a determination of a significant impact. For full disclosure, such impacts are nonetheless discussed qualitatively.

Impacts and Mitigation Measures

Proposed Action

Impact LUP1—Potential for O&M and minor construction activities to result in physical division of an established community or inconsistency with existing or planned land uses. Non-construction activities associated with O&M of existing facilities and infrastructure would occur within existing rights-of-way (ROWs) and adjacent areas, and PG&E-owned properties. Because these activities would not require new ROW lands, they would not create new physical barriers, nor would they affect consistency with existing or planned land uses.

Expansion of existing PLS facilities and substations could take place within existing ROWs and PG&E-owned properties in some areas, but could require acquisition of new ROWs in others. The amount of new ROW required could vary widely. Most new aboveground facilities and structures would be limited to a footprint of 0.5 acre on average, although a facility expansion could require a footprint between 0.25 acre and 5 acres or more in some cases[1] to accommodate additional transformers, new distribution line outlets, and possibly also new fencing for safety and security. New buildings, where required (e.g., PLS facilities and substations), would typically be limited to one storey or a similar

[1] A maximum of 5 acres is unlikely and would be subject to the maximum permanent loss identified in the HCP.

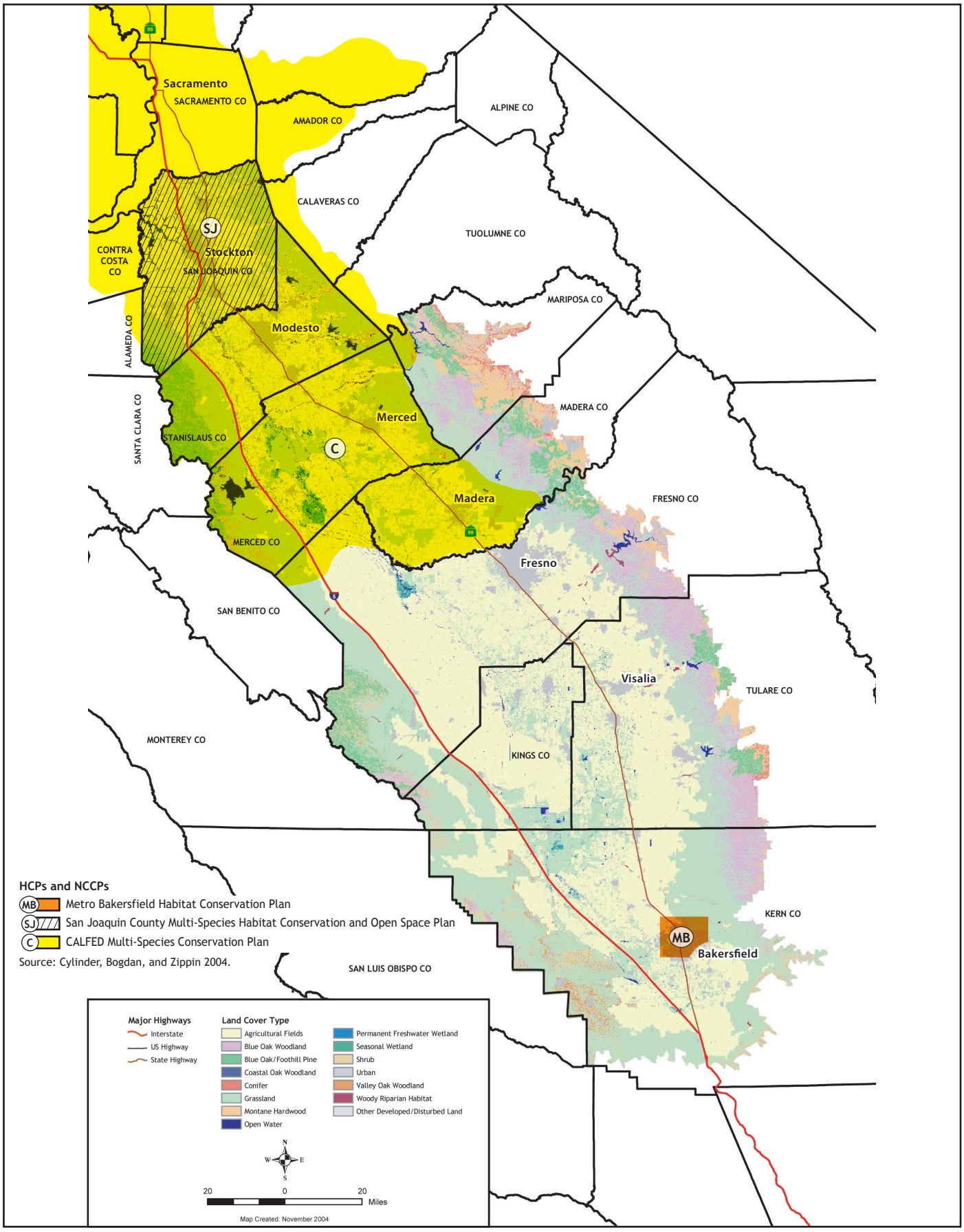

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Figure 3-1
Other Conservation Plans in Action Area

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Table 3-1. Land Use in Action Area by County (Percentage of Total County Acreage)

	County								
Land Use	**Fresno**	**Kern**	**Kings**	**Madera**	**Mariposa**	**Merced**	**San Joaquin**	**Stanislaus**	**Tulare**
Agricultural and Grazing	86	74	92	79	52	94	77	89	84
High-Density Commercial	0	0	0	0	0	0	1	1	0
High-Density Residential	1	0	1	0	0	0	1	0	1
Industrial	1	1	1	1	0	1	3	1	0
Low-Density Commercial	0	1	1	0	0	1	2	0	0
Low-Density Residential	3	1	1	8	14	0	4	0	0
Medium-Density Residential	3	2	1	4	0	3	7	5	2
Mixed Use	0	0	0	0	0	0	0	0	3
Planned Development	0	0	0	0	0	0	0	0	0
Public Lands and Open Space	5	19	1	6	21	1	3	0	7
Undetermined	0	0	0	0	13	0	0	0	0
Urban Reserve	1	1	1	1	0	1	2	2	1
Water	0	0	0	0	0	0	0	0	0
Grand Total	**100%**	**100%**	**100%**	**100%**	**100%**	**100%**	**100%**	**100%**	**100%**

Source: State of California 2004.

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height. Thus, in many cases, the size of the expansion would not be sufficient to result in a physical barrier that would divide the community, and larger facilities are unlikely to be sited in existing communities unless space is available for them. In addition, planning for all facilities would be governed by PG&E's commitment to consult with local jurisdictions to address potential land use concerns to the extent feasible, as described in Chapter 2.

Extending service to new customers could involve the installation of as much as a mile of new pipeline or electric transmission or distribution line, and could require new ROW in some if not all cases. Some new or extended facilities (pipelines in particular, and possibly also some electric transmission and distribution lines) would be underground once construction is complete and would not result in new physical barriers. Even where aboveground, new towers and poles and their respective lines would probably be located in newly developed, developing, or undeveloped areas that applicable planning documents have identified for near-term development. Local jurisdictions typically carry out utilities infrastructure planning concurrent with land use planning, and installation of new utilities is specifically intended to support development patterns delineated in the general plan. Therefore, new or extended service would be very unlikely to result in a physical barrier dividing an established community, or in substantial land use inconsistencies.

In summary, O&M and minor construction activities enabled under the proposed action are not expected to result in new physical barriers that would divide an established community, or in substantial inconsistencies with existing or planned land uses. **This impact is considered less than significant.**

Mitigation Measure—No mitigation is required

Impact LUP2—Potential for compensation options to result in physical division of an established community. Under the proposed HCP, preserve and enhancement areas would be selected according to characteristics that maximize their habitat value, including but not limited to their proximity to other compensation lands and habitat areas. Lands identified for acquisition and preservation under the HCP's Conservation Strategy are unlikely to be located within or immediately adjacent to any established community; this is expected to occur only where existing documents and policies plan for land uses consistent with habitat preservation/conservation Contributions to existing mitigation banks and donations to conservation organizations would support existing or planned conservation uses and thus are also unlikely to foster division of existing communities. **This impact is expected to be less than significant.**

Mitigation Measure—No mitigation is required.

Impact LUP3—Potential incompatibility of preserves with existing (onsite) land uses. The predominant land cover types that would be affected by compensation requirements under the proposed action include cultivated agricultural lands and grassland (see Appendix B). Cultivated agricultural lands are highly unlikely to be identified as appropriate for compensation use, because they are typically highly disturbed. Rather, the Conservation Strategy identifies

high-quality grassland as the preferred land cover type for acquisition as compensation land (Appendix B).

Much of the grassland in the project area is used to support grazing at varying levels of intensity. Preserve use is not inherently inconsistent with all types of grazing; on many of the grazed grasslands acquired as compensation, grazing is likely to continue as a management tool and in some cases may be beneficial to the covered species. In other cases it may be necessary to modify or discontinue grazing practices to ensure compliance with the proposed HCP's conservation strategy and management framework. This would be the case regardless of whether preserve lands were acquired outright (in-fee) or through conservation easements. However, where grazed grasslands are acquired through conservation easements, management plans would be tailored to meet the needs of each landowner as well as the HCP's biological goals, reducing potential inconsistencies between grazing and preserve uses.

Another potential concern with regard to land use inconsistencies centers on the possibility that preserves might be established on lands that currently support designated recreational uses. However, institutionally recognized recreational facilities are not expected to be identified as primary sites for new preserves because incompatibility with existing recreational uses (human access, level of disturbance, etc.) would likely inhibit or preclude attainment of the HCP's biological goals. By contrast, enhancement sites—as distinct from new preserve sites—could be located within existing recognized recreational facilities, as discussed in Chapter 15. This also presents some possibility for land use inconsistencies, but PG&E is committed to consulting with local jurisdictions to address land use concerns, and no substantial conflict is anticipated.

In summary, establishment of preserves under the proposed action could necessitate minor changes in existing land uses, particularly in grazing and recreation. The anticipated level of change in grazing regimes is not considered a substantial inconsistency with existing or planned land uses. Additionally, as discussed above, the HCP's Conservation Strategy includes measures to reduce inconsistencies with other existing and planned land uses, including designated recreational uses; substantial inconsistencies are unlikely in light of these measures and PG&E's commitment to consult with local jurisdiction land managers. **This impact is considered less than significant.**

Mitigation Measure—No mitigation is required.

Impact LUP4—Potential incompatibility of preserves with adjacent land uses. As shown in Table 3-1, the action area supports a wide variety of land uses, including parks and open space, agriculture, and developed uses ranging from rural residential to industrial. Because of the need to ensure adequate protection of species and habitat, the proposed HCP's Conservation Strategy incorporates various measures to ensure that compensation lands are consistent with surrounding uses. In addition, the HCP prioritizes acquisition of lands adjacent to existing preserves. Thus, new preserves and enhancement areas established under the proposed HCP are unlikely to be located in or adjacent to

developed, industrial, or commercial areas. Instead, they are more likely to be located near open space or agricultural lands.

Activities expected to occur on compensation (preserve and enhancement) lands include various types of maintenance and management activities such as patrols and vegetation management, consistent with the long-term plan for the parcel. Note that while all of these activities could occur, all activities would not necessarily be appropriate or necessary on any one parcel, and none are expected to be incompatible with adjacent land uses. Some compensation lands may also allow limited and strictly regulated passive recreational use, such as bird-watching. These types of activities are also expected to be compatible with adjacent land uses.

In summary, establishment of preserves, preserve management and potential passive recreational use would not result in substantial conflicts with adjacent land uses. **This impact is expected to be less than significant. To the extent that new preserve lands are located adjacent to existing preserves, there is a potential to benefit ecological health and function on existing preserve lands by providing a larger contiguous area of preserved habitat.**

Mitigation Measure—No mitigation is required.

Impact LUP5—Potential inconsistencies between preserve land acquisition and local land use plans and policies. As discussed above, expansion of existing facilities and construction of new facilities to provide new or upgraded service would take place in conjunction with local jurisdictions' planning processes, with the intent to support planned development. Establishment of preserves and enhancement areas is thus the principal activity that would result in changed land use with the potential for inconsistencies with local land use plans.

Acquisition of conservation lands could occur through in-fee acquisition or through purchase of conservation easements. As discussed in the proposed HCP's Conservation Strategy (see Appendix B of this EIS/EIR) and the previous impact discussions in this chapter, the majority of compensation lands acquired for preserve establishment are expected to be grassland, which may already be zoned to support agricultural uses such as grazing. Many lands acquired by conservation easement would be allowed to continue existing uses (with some potential modification of grazing practices), and preserve use would therefore not be substantially inconsistent with plans or policies. Grazing might be discontinued on some preserve lands in order to meet the biological needs of the wildlife species in the area, to avoid overgrazing, or to prevent trampling of plant species. However, as discussed above, PG&E is committed to consulting with local jurisdiction land managers to address land use concerns, including potential permanent effects on planned land uses as assigned in the applicable general plan.

Establishment of preserves under the proposed action could result in minor inconsistencies with local land use plans and policies. However, measures included in the proposed HCP to identify suitable compensation lands would reduce the potential for siting new preserves in locations that would result in

incompatibilities with planned land uses. Evaluation of available land for inclusion in a preserve is expected to consider the long-term development plan for the surrounding area and related potential adverse effects on the biological goals and objectives of the proposed HCP. Further, as discussed above, PG&E is committed to consulting with local jurisdiction land managers to address land use concerns, including effects on planned land uses as assigned in the general plan.

This impact is thus considered less than significant.

Mitigation Measure—No mitigation is required.

Impact LUP6—Potential conflicts with existing HCPs or NCCPs. Because the specific locations of preserves and enhancement areas cannot be foreseen at this time, there is some potential that the proposed action could indirectly result in inconsistencies with an adopted HCP or NCCP. In practice, however, this is unlikely to occur. The proposed HCP (see Appendix B) acknowledges that there is an opportunity to enhance habitat for covered species by linking conserved lands or by locating preserves in close proximity to lands acquired under other conservation plans. The proposed HCP also acknowledges that coordinating the HCP Implementing Entity's activities with those of the implementing entities responsible for other conservation plans would enhance the effectiveness of the HCP's compensation strategy. Further, as discussed above, PG&E is committed to consulting with all appropriate planning agencies and other HCP/NCCP implementing agencies to avoid conflicts with existing conservation plans. Therefore land acquisition (in-fee or as easements) under the proposed action is not likely to result in conflict with conservation lands targeted by existing adopted HCPs or NCCPs. The proposed action is not expected to conflict with the biological goals and objectives or other conservation planning occurring in the project area, and **this impact is thus considered less than significant.**

Mitigation Measure—No mitigation is required.

Alternative 1—HCP with Reduced Take

Alternative 1 would enable the same program of O&M and minor construction activities as that described for the proposed action with minor differences specific to HCP commitments for the protection of biological resources. Specifically, under Alternative 1, compensation ratios for loss or disturbance of habitat would be the same as those described for the proposed action, but AMMs would be implemented more comprehensively. Although the level of take would be reduced because of the increased stringency in implementing the HCP's AMMs, compensation acreages are expected to be similar under both alternatives because compensation would be calculated based on acreage of disturbance, not level of take. Consequently, under Alternative 1, impacts related to land use would be similar to those described for the proposed action.

Alternative 2—HCP with Enhanced Compensation

Like Alternative 1, Alternative 2 would enable the same program of O&M and minor construction activities as that described for the proposed action, with minor differences specific to commitments for the protection of biological resources. Differences between Alternative 2 and the proposed action center on compensation ratios for habitat disturbed or lost (increased under Alternative 2 by comparison with the proposed action, as described in Chapter 2).

Alternative 2's emphasis on compensation would entail a greater compensation acreage at a given level of disturbance, and could result in the establishment of a greater number of preserves or preserves that encompass larger geographic areas by comparison with the proposed action. Nonetheless, consultation with appropriate local jurisdiction land managers would minimize or avoid substantial conflicts with existing and planned land uses and with applicable land use policies and plans. Therefore, impacts related to land use would be similar under Alternative 2 to those described for the proposed action, despite the greater geographic area potentially affected under Alternative 2.

Alternative 3—HCP with Reduced Number of Covered Species

Alternative 3 would enable the same program of O&M and minor construction activities described for the proposed action, and would enact the same additional environmental commitments for other resource areas identified in this EIS/EIR. The key difference between Alternative 3 and the proposed action relates to the number of species covered under Alternative 3 (reduced by comparison with the proposed action, as described in Chapter 2). Depending on their status at the time, other species might be subject to state, and possibly also federal, requirements for impact assessment and compensation, which would need to be addressed on a case-by-case basis.

Reducing the number of HCP-covered species could result in the establishment of a smaller number of preserves or preserves that encompass smaller geographic areas by comparison with the proposed action. At the same time, additional, case-by-case assessment of compensation needs might be required for any individual activities identified as having the potential to affect noncovered special-status species. However, criteria for identifying suitable compensation lands would remain the same and selection of appropriate compensation lands would be subject to essentially the same agency approval process. Further, PG&E's commitment to consult with local jurisdictions regarding land use planning issues would carry forward. Thus, although it might be more difficult to achieve efficient land use planning and ensure consistency of compensation uses with other existing and planned uses, the net effect on land use under Alternative 3 would be similar to that identified for the proposed action.

Alternative 4—No Action

Under the No Action Alternative, PG&E would continue its existing program of O&M activities and current environmental programs and practices, including BMPs, unchanged. No HCP would be implemented, and no other new environmental commitments would be put in place.

Individual activities with the potential to affect threatened and/or endangered species would be assessed on a case-by-case basis through consultation with USFWS and DFG for level of effect and compensation needs. Because compensation requirements would be assessed on a case-by-case basis, smaller parcels of land would probably be identified for enhancement at any given time, but case-by-case assessment could also result in identification of a larger number of parcels for compensation use. This is similar to but more extreme than the scenario described above for Alternative 3, where most compensation would likely occur under the auspices of an HCP process.

Criteria for identifying suitable compensation lands would likely be similar to those described for the proposed action, and selection of appropriate compensation lands would be subject to the same agency approval process. Moreover, PG&E would still consult with local jurisdiction land managers in an attempt to minimize or avoid land use conflicts. Thus, outcomes for land use would probably be broadly similar under the No Action Alternative to those described for the proposed action. However, the area affected could vary, and with no HCP (and hence, no centralized conservation planning process) in place, it would probably be substantially more difficult to achieve efficient land use planning and ensure consistency of compensation uses with other existing and planned uses.

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